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ABSTRACT

In recognition of the critical need for bilingual teachers and in the belief that bilingual teachers can be most efficiently recruited and trained in the community college, the Chancellor's Office of the California Community Colleges has developed several recommendations for a career ladder transfer program in bilingual education. The first of these recommendations calls for merging the two state-supported bilingual training programs--the Bilingual Teacher Corps and the Bilingual Crosscultural Teacher Development Grant Program--to form a single Bilingual Teacher Grant (BTG) Program. The community colleges were selected as the most appropriate institutions to implement the program because of their accessibility to potential bilingual teachers, closeness to the local community, and experience in working effectively with local districts and community leaders. The Chancellor's Office recommends that in selecting recipients for the Bilingual Teacher Grants, factors such as bilinguality, teacher aide and community experience, and financial need be taken into account. Additional recommendations relate to: (1) strong central program direction housed in the Office of the Chancellor: (2) the expansion of current efforts in recruiting and training until the need for bilingual teachers is met: and (3) not using Extended Opportunity Programs and Services funds. (AYC)

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REPORT TO THE LEGISLATURE, ASSEMBLY WAYS AND MEANS SUBCOMMITTEE #2, AS RECOMMENDED IN SUPPLEMENTAL LANGUAGE TO THE 1979 BUDGET ACT (ITEM 362.1), EVALUATING THE ROLE OF THE CALIFORNIA COMMUNITY COLLEGES IN MEETING THE NEED FOR BILINGUAL TEACHERS IN CALIFORNIA

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Presented By

CALIFORNIA COMMUNITY COLLEGES
CHANCELLOR'S OFFICE

NOVEMBER 1979

JC 800 353

CHARGE

The Chancellor's Office shall evaluate the need for a program of students grants to encourage students who are bilingual to enter bilingual teacher career ladder programs. If they find that a need exists for the program, they shall develop a proposal for legislation for its establishment. The results of the needs assessment, together with recommendations for legislation, if necessary, shall be reported to the Legislative Budget Committee by November 1, 1979.

BACKGROUND

It is estimated that over 325,000 children in California's schools speak either little English or no English at all.[1] Over 30% of California's population has a primary language other than English; the great majority (about 85%) of limited and non-English speaking children speak Spanish.

In 1974, the Supreme Court of the United States (Lau v. Nichols, 414 U.S. 563) held that to insure equality of treatment and meaningful education, persons with a primary language other than English must be taught in a language understandable to them.

Even before the Supreme Court decision, the California Legislature expressed its commitment to providing equal educational opportunities for these children. The Bilingual Education Act of 1972 allocated funds for special educational programs for limited (LES) and non-English speaking (NES) children. The Bilingual Teacher Corps (1974) and the Bilingual - Cross cultural Teacher Development Grant Program (1977) were designed to increase the number of qualified bilingual teachers. Finally, the Chacon-Moscone Bilingual Bicultural Education Act of 1976 required that "Each limited-English speaking pupil enrolled in the California public school system in kindergarten through grade 12 shall receive instruction in a language understandable to the pupil which recognizes the pupil's primary language and teaches the pupil English." (Education Code Section 52165) In particular, for Grades K-6, schools in California must provide a bilingual teacher whenever a grade level contains ten or more NES or fifteen or more LES children with the same primary language.

The State of California has made substantial progress in meeting the need for bilingual teachers. In May 1977, the Bilingual Directory compiled by the Commission for Teacher Preparation and Licensing listed only 449 teachers with bilingual credentials.[2] By January 1, 1979, the number of bilingual teachers had risen to 4,643.[3] The Commission estimates that by September 1, 1980, 9,479 bilingual teachers will be availavle; by September 1, 1981, the number will be 11, 745.[4]

In its analysis of the projected demand for bilingual teachers, the Commission estimated that for the current school year (1979-80) there would be a need for from 13,051 to 17,876 bilingual teachers, depending on the manner in which school districts implement the requirements of the Bilingual Bicultural Education Act of 1976. The current supply of such teachers is estimated to be 7,341, or about 40-55% of the number required.[5] Thus, although there has been a significant increase in the number of bilingual teachers, the demand still far exceeds the supply.

The Commission concluded in its February 1979 report that "In order for the supply of bilingual teachers to meet the demand in all languages within a reasonable time (3-5 years), it is necessary that recruitment efforts be encouraged. There is a need for colleges to identify students currently enrolled and bilingual, and explain to them the potential job market for bilingual teachers."[6]

ROLE OF THE CALIFORNIA COMMUNITY COLLEGES CHANCELLOR'S OFFICE

It is the position of the Chancellor's Office of the California Community Colleges that bilingual teachers can be most efficiently recruited and trained in the community colleges. Indeed, several recent studies have supported this view and urged the community college system to take a more active role in remedying the shortage of bilingual teachers.

The Task Force on Bilingual Teacher Preparation recommended in its November 1978 report to the Legislature that "...the Chancellor's Office of the California Community Colleges assume a more aggressive leadership role in establishing programs oriented to the preparation of bilingual teachers..."[7] The report went on the note that "since the California Community Colleges enroll by far the largest number of students of any of the public segments of higher education, it is reasonable to assume that this enrollment could represent a significant source of bilingual teachers..."[8]

In fact, approximately 10% of the California Community Colleges' 200,000 Hispanic and Asian students are bilingual.[9] The community colleges, because of their open enrollment policy and their community-based, community-oriented nature, attract a greater percentage of minority students than other institutions of higher education in California.

A second report, submitted to the Legislature in November 1979 by the State Department of Education, discusses a proposed merger of the two state-supported grant programs for training of bilingual teachers: the Bilingual Teacher Corps (BTC) and the Bilingual Crosscultural Teacher Development Grant Program (BCTDG Program). The Bilingual Teacher Corps, currently administered by the State Department of Education, allocates a maximum of $1,500 per grant (plus expenses) to students in 24 community colleges and 11 campuses of the California State University and Colleges System. About 60% of the approximately $1.6 million in funding for this program goes to upper division students; 40% goes to lower division students. 894 candidates are currently enrolled; 86 have already received credentials. It is estimated that an additional 250 students will receive credentials in 1980.[10]

The Bilingual Crosscultural Teacher Development Grant Program, now administered by the California Student Aid Commission, allocates a maximum of $3,000 per grant to students in 18 California State University and Colleges campuses, 8 University of California campuses, and 10 independent colleges. Juniors, seniors, graduate students, bilingual teacher aides, and teachers with bilingual waivers are eligible. The total program cost is $315,000 per year. 185 candidates are currently enrolled, 93 have been credentialed, and an additional 90 are scheduled to receive credentials in 1980.[11]

The State Department of Education, in recommending a merger of these two programs, proseses to assign administrative responsibility to the Student Aid Commission. The Chancellor's Office of the California Community Colleges would be responsible for developing guidelines for a career ladder transfer program in bilingual education and providing consultation to other educational agencies in the administration and implementation of the consolidated program which would be called the Bilingual Teacher Grant Program.

The Chancellor's Office of the California Community Colleges strongly supports the concept of a career ladder program in bilingual education. We recognize that the two state-supported bilingual training programs have been effective in providing opportunities for career advancement. The majority of students enrolled are Spanish-speaking women in their thirties, with low incomes and often with families to support. They are already employed part-time, frequently as bilingual aides in the schools. State stipends have made it possible for these women to train for positions offering greater responsibility and better pay, thus, enabling them to better support themselves and their families.

RECOMMENDATIONS

The Chancellor's Office, although acknowledging that the BTC and BCTDG Programs have been successful, concurs with the opinion of the State Department of education that there is unnecessary duplication between the two programs. We support the concept of a single Bilingual Teacher Grant Program, with administrative responsibility shared between the California Community Colleges Chancellor's Office representing lower division students and either an interagency committee or single designee representing upper division and graduate students.

Furthermore, we recommend that the initial two years of training for the proposed Bilingual Teacher Grant Program should be located exclusively in the California Community Colleges, with all program development, administration, and evaluation functions delegated to the Chancellor.

As noted above, the California Community Colleges have the advantage of the largest potential applicant pool for recruiting individuals into a bilingual teacher training program. The community colleges are more accessible, both financially and geographically, to the type of person who will become our most effective bilingual teacher.

Requirements for bilingual certification recognize that many qualities should ideally be present in bilingual teachers. For example, the Commission for Teacher Preparation and Licensing, in its 1978 Guidelines for issuing certificates of competence in bilingual education,[13] takes into account many factors in addition to the individual's ability to speak, write, understand, and teach in the student's primary language. Also important are a knowledge of the life style, historical role, contributions, class structure, cultural background, community structure and institutions of the target population.

Similarly, the Bilingual Teacher Corps seeks to prepare candidates who are not only proficient in the target language and in teaching skills, but who are knowledgeable about the culture of the children they will teach and are active in the life of the target community.[14]

In selecting recipients for Bilingual Teacher Grants, therefore, such factors as bilinguality, teacher aide experience, community experience and financial need should be taken into account. It is expected that the majority of successful applicants will continue to be members of minority cultures whose job and volunteer experiences demonstrate their potential not only in the classroom, but as liaisons to the target population. It is vital that bilingual teachers be able to communicate with both parents and organized groups in the target cultures. California community colleges are the best resource for recruiting and training qualified people.

The community colleges enjoy other advantages in addition to low cost and geographical convenience. As community-based institutions, they are ideally placed for implementing effective "on-the-job" training programs for the first two years of bilingual teacher training. Many of the skills necessary for effectiveness as bilingual teachers are best learned through work in elementary/secondary school classrooms and in the community. The community colleges, in cooperation with local school districts and minority leaders, can design programs in which trainees receive course credit not only for academic work but for actual job-training experience.

To some extent, the community colleges taking part in the Bilingual Teacher Corps program have already incorporated this goal. The four objectives of the program--language proficiency, cultural competency, professional (teaching) preparation, and community relations--are often met by on-the-job training.[15] Course credit may be given for such activities as supervised educational aide experience and participation in community affairs. The community colleges, because of the role they play in reaching out and responding to the communities where they are located, have gained the experience necessary to implement a program in which future bilingual teachers will learn their jobs by doing them.

In summary then, because of the factors so far discussed--accessibility to potential bilingual teachers, closeness to the local community, and the experience and ability to work effectively with local school districts and minority leaders in implementing training programs--the California Community Colleges are the best institutions in which to locate the new Bilingual Teacher Grant Program.

The Bilingual Teacher Grant Program cannot succeed, however, without strong central direction. At present, there are no comprehensive standards for bilingual teacher training. Each institutions sets its own requirements with no outside help or coordination. The result is that units of credit may not be transferable from one institution of higher education to another.

Clearly, some agency must develop guidelines for goals and course content of bilingual education programs. Some agency must monitor the implementation of programs. Some agency must be responsible for supervisiong colleges' evaluations of how well their students fulfill program objectives, and some agency must be responsible for reporting to the Legislature on the progress and effectiveness of the lower division component of the overall Bilingual Teacher Grant Program. For greatest effectiveness one agency should have each of these responsibilities.

The State Department of Education has proposed that program development be assigned to the Chancellor's Office, with other administrative tasks assigned to the Student Aid Commission. The Chancellor's Office feels that such a division of responsibility lacks coordination and would seriously hamper the effectiveness of the Bilingual Teacher Grant Program. The Student Aid Commission is essentially a banker; that is, it transfers money from one source (state funds) to another (worthy students). It has no experience in the program development, monitoring, and evaluation which are so necessary to the success of the Bilingual Teacher Grant Program.

We, therefore, propose that the position of BTG Program Coordinator be created and housed in the Chancellor's Office. The Program Coordinator will be a specialist in Bilingual Education who will work in consultation with representatives from the community colleges, local educational agencies, and the various minority communities. He or she will be responsible for developing guidelines for award of grants, overall program goals, and course requirements; the coordinator will assist in the design of on-the-job training programs in cooperation with local school distircts and community-based groups.

The Program Coordinator will also conduct workshops and conferences for community college staff and others involved in implementing the Bilingual Teacher Grant Program. He or she will consult with the Commission for Teacher Preparation and Licensing and the four-year colleges and universities to insure that credits earned in the community colleges will be transferable in a bilingual education credential program. Finally, the Program Coordinator will be responsible for monitoring and evaluating the community college component of the Bilingual Teacher Grant Program.

In order to meet the urgent need for bilingual teachers, the Chancellor's Office urges the Legislature to expand current efforts in this area. As discussed above, there is presently a substantial shortage of bilingual teachers. In order to fill the demand for such teachers within the next five years, recruitment and training programs must be enlarged. The attached table, along with appended explanatory information, gives a timetable and cost estimates for a five-year program designed to channel 3,840 juniors into four-year bilingual credential programs. (Funds allocated to program support costs in the community colleges are to be applied towards costs of local BTG directors and necessary staff to insure appropriate selection of college instructors, coordination of the program with institutions of higher education, and coordination and consultation with school districts and community groups.)

The 3,840 new teachers eventually certificated through the first five years of this program will join non-state supported bilingual credential candidates and those earning certificates of competence to meet the state's needs. Once the supply of bilingual teachers is sufficient, the program will be maintained at a reduced level designed to provide only enough new teachers to fill positions created by growth of the target population and/or retirement or other loss of currently employed teachers. Thus, unlike so many government programs which seem to have only beginnings and no endings, the Bilingual Teacher Grant Program will ultimately require a much-reduced level of funding.

The question has been raised whether funds for this program could come from an already-existing source; most frequently mentioned are Extended Opportunity Program and Services (EOPS) funds. There are two programs with such an approach. First, EOPS legislation specifies that no special groups may be given priority in the granting of EOPS funds. Thus. Bilingual Teacher Grant candidates would compete for EOPS funds on an individual basis with all other low-income students. There would be no way to predict or guarantee how many BTG students would receive these funds, and thus no way to be certain that the BTG program would in fact fulfill its objective of remedying the shortage of bilingual teachers.

Secondly, the EOPS program funding is already insufficient to serve the numbers of needy students. Last year, some 57,000 students received EOPS aid. 60,000 applied while it is estimated that 126,000 students were eligible. Therefore, the Chancellor's Office strongly urges that EOPS monies not be considered as a substitute for funding in other areas. The EOPS program is vitally needed by the low-income students it presently serves, and the Bilingual Teacher Grant Program is too important to be implemented in a haphazard fashion. In order to succeed, the program must receive a separate commitment for funding.

In summary, the Chancellor's Office finds that there is a pressing need for an expansion of current bilingual teacher training efforts. We feel that California's Community Colleges are the state's best resource for recruitment and initial preservice training of bilingual teacher candidates. The two state-supported bilingual training programs have proved their effectiveness but overlap unnecessarily. Therefore, we support the State Department of Education's recommendation that two programs be combined into the new Bilingual Teacher Grant Program. We further propose that program development, administration and evaluation functions for the community colleges component of the program be delegated to the Chancellor's Office.

The Chancellor's Office is committed to designing a program that will create opportunities for professional advancement for our future bilingual teachers, while at the same time training a corps of dedicated and involved men and women capable of helping California's non-English speaking children compete successfully for the benefits our society provides.

NOTES

[1]The Commission for Teacher Preparation and Licensing, Report on the Supply of and Demand for Bilingual Teachers in School Districts in California (September 1, 1978), p. 2. Estimate for Fall 1979 is 328,884 children.

[2]Ibid., p. 21.

[3]The Commission for Teacher Preparation and Licensing, Status Report on Bilingual-Crosscultural Teacher Preparation (February 1979), p. 7.

[4]Ibid., p. 7.

[5]Ibid., p. 17.

[6]Ibid., p. 18.

[7]Task Force on Bilingual Teacher Preparation, Report to the Joint Legislative Budget Committee (November 1978), p. 11.

[8]Ibid., p. 11.

[9]Task Force on Bilingual Teacher Preparation, August 1979 Update, p. 6 of Attachment A.

[10]Task Force on Bilingual Teacher Preparation, August 1979 Update, p. 1 of Attachment A; California State Department of Education, Report to the Legislative Budget Committees... regarding... the Bilingual Teacher Corps and the Bilingual Teacher Grant Programs (November 1979), p. A-1.

[11]Ibid.

[12]State Department of Education, Op. Cit., pp. 4-5.

[13]The Commission for Teacher Preparation and Licensing, Op. Cit. (February 1979), Appendix G, pp. 4-11.

[14]State Department of Education, The Bilingual Teacher Corps Program, 1977-78, pp. 13-15.

[15]Ibid.

RECOMMENDATION (f) CA-Comm-Coll-Chan. Office
Provide training, Financial stipends, and articulation services to bilingual-bicultural college students at the entry level of a career ladder program

Administering Agency: CA-Comm-Coll-Chan. Office

	Number of[1] Participants	Maximum Single Grant	Total Grant Cost	Community[3,4] Colleges	Chancellor's[2] Office	Total Annual Cost	Projected No. of[5] Potential Bilingual Teacher Trainees
Current Budget Act 1979-80							
Proposal First Year	500 f 250 s 750 Total	$1,500	$1,125,000	$360,000. (24 CC)	$40,000.	$1,525,000	
Second Year 1981-82	500 f 250 s 1,000 Total	$1,500	$1,500,000	$420,000. (28 CC)	$40,000.	$1,960,000	600 A.A.B.T. graduates
Third Year 1982-83	750 f 500 s 1,250 Total	$1,500	$1,875,000	$480,000. (32 CC)	$40,000.	$2,395,000	840 A.A.B.T. graduates
Fourth Year 1983-84	750 f 750 s 1,500 Total	$1,500	$2,250,000	$180,000. (12 CC) $120,000. Ind. (24 CC) Cost		$2,550,000	1,200 A.A.B.T. graduates
Fifth Year 1984-85	1,000 f 750 s 1,750 Total	$1,500	$2,625,000	$180,000. (12 CC) $140,000 Ind. (28 CC) Cost		$2,945,000	1,200 A.A.B.T. graduates
					Five Year Total	$11,375,000	Five Year Total 3,840

NOTE: For footnotes, see following page.

Footnotes

1.*Provide Stipends of $1,500 for 750 BTDG candidates and increase by 250 candidates each of the following four years to participate and cover actual costs in BTDG career ladder program.

2.*Provide temporary augmentation (first three years) to the CCC Office Bilingual Education Specialist and Support Staff to administer the State B.T.C. Program.

3.*Provide temporary augmentation (first three years) to each participating community colleges for a director and support staff responsible for BTDG education program development, implementation and articulation.

4.*Beginning in the fourth year each participating community college will receive 8% per year as indirect cost to administer the program.

5.*Potential Impact: Approximately 3,840 students would receive A.A. degrees in Bilingual Education and would be channeled into the 4 year I.H.E.'s program for training as bilingual-cross cultural teachers.

STATEMENT OF OBJECTIVES

Provide training and stipends for candidates in the BTG program

- o 1980-81 Recruitment 750 BTG candidates (250 sophomores, 500 freshmen) -- Graduate 0
- o 1981-82 Recruit 1000 BTG candidates (500 sophomores, 500 freshmen) -- Graduate 600
- o 1982-83 Recruit 1250 BTG candidates (500 sophomores, 750 freshmen) -- Graduate 840
- o 1983-84 Recruit 1500 BTG candidates (750 sophomores, 750 freshmen) -- Graduate 1200
- o 1984-85 Recruit 1750 BTG candidates (750 sophomores, 1000 freshmen) -- Graduate 1200

BTG candidates will complete at least 12 (twelve) units per semester with a grade point average of 2.0 (C) or better

Increase the number of California Community Colleges offering the Bilingual Teacher Grant Program

- o 1980-81 CCC offering the BTG program = 24
- o 1981-82 CCC offering the BTG program = 28
- o 1982-83 CCC offering the BTG program = 32
- o 1983-84 CCC offering the BTG program = 36
- o 1984-85 CCC offering the BTG program = 40

Support Cost for CCC

- o Every community college participating in the BTG program will receive $15,000 annually for the first three years as support cost to hire a director of the BTG program and support staff. Commencing with the fourth year, these salaries will be charged to the college.
- o In the fourth year of operation the community college will receive an augmentation of 8% for administrative costs.

Supportive services for BTG candidates

- o BTG candidates will receive a $1500 stipend per academic year
- o The BTG stipend will be used to supplement, not supplant, other financial aid, i.e. BEOG, EOPS, CWS

* Tutorial services will be provided through the various tutorial programs offered by the community colleges. When appropriate bilingual tutors will be made available to service BTG candidates

* BTG candidates will meet monthly with the program director to review progress and discuss problems

* BTG candidates may be given employment opportunities with LEA's in the community colleges' service areas

Program administration

* The statewide coordination and supervision of the BTG program will be handled by the bilingual education specialist at the CCC Chancellor's Office.

* The specialist will be responsible for developing workshops, conferences and other appropriate in-service training for community college staff in the established BTG programs

* In concert with the credentialing IHE's and the C.T.P.L., the specialist will develop articulation agreements to certify the CCC bilingual systems curriculum is transferable.

* The CCC Chancellor's Office will receive $40,000 (approximately 50% of the total cost) for the first three years as support cost of administering the program. Commencing with the fourth year, the entire program will be charged to the CCC Chancellor's Office.

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